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REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

Monitoring the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women regarding women and children living under apartheid in South Africa

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to Economic and Social Council resolution 1989/33. It analyses those consequences of apartheid that particularly affect women, which include legal inequality, difficulties in housing and settlements, caused by the policies of bantustanization and "forced population removals", and problems related to employment, education and health. It describes measures taken by bodies and specialized agencies of the United Nations to assist women and children living under apartheid in South Africa during the period from 1 September 1985 to 30 November 1989.

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INTRODUCTION

1. In its resolution 1989/33 of 24 May 1989, entitled "Women and children under apartheid", the Economic and Social Council requested the Secretary-General to submit to the Commission on the Status of Women, at its thirty-fourth session, a comprehensive report on the implementation and monitoring of the Nairobi Forward-looking Strategies for the Advancement of Women 1/ in regard to women and children under apartheid.

2. In addition to recommendations for general action directed against apartheid, with regard to women specifically, the Forward-looking Strategies 2/ refer to the effects of "massacres and detention, mass population removal, separation from families and immobilization in reservations". They also refer to the detrimental implications of the labour migrant system pass laws and of relegation to the homelands where women and children suffer disproportionately from poverty, poor health and illiteracy. They recommend that full international assistance should be given to women and children and that the United Nations system, Governments and non-governmental organizations should identify the basic needs of women and children under apartheid and "provide them with adequate legal, humanitarian, medical and material assistance as well as education, training and employment". They recommend that assistance should be given to women's sections in national liberation movements "in order to strengthen their work for women's equal opportunities, education and training so as to prepare them to play an important political role in the present struggle and in nation-building after liberation". They recommend further that women, together with their Governments and women's organizations, should support the women of South Africa by informing themselves, disseminating information and organizing national solidarity and support committees.

3. The unacceptability of apartheid has been reaffirmed consistently in United Nations forums. Its general effects, as well as measures to counter it, are reviewed by the General Assembly, as well as by bodies such as the Special Committee against Apartheid. Furthermore, apartheid is covered by international conventions such as the International Convention on the Suppression and Punishment of the Crime of Apartheid (General Assembly resolution 3068 (XXVIII), annex) and the International Convention against Apartheid in Sports (General Assembly resolution 40/64 G, annex), the implementation of which is reported on separately.

4. The present report examines those aspects of apartheid specifically concerning women and children in South Africa in the context of the Forward-looking Strategies, and covers the period from 1 September 1985 to 30 November 1989. It is based largely on information from previous reports (E/CN.6/1988/2 and E/CN.6/1989/3), supplemented by new information where available. It also draws on information gathered from bodies and specialized agencies of the United Nations system,* non-governmental organizations** and other organizations*** dealing with the issue of apartheid. Reporting on the

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*Centre against Apartheid, Centre for Human Rights, Office of the United Nations High Commissioner for Refugees, International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, World Health Organization and United Nations Industrial Development Organization.

**International Defence and Aid Fund for Southern Africa.

***African National Congress.

situation of women living under apartheid is difficult because of the lack of information and government secrecy regulations that have generally inhibited the flow of information. Furthermore, the statistics that exist are seldom disaggregated by gender.

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I. SITUATION OF WOMEN AND CHILDREN UNDER APARTHEID

5. Although some political developments related to changes in the leadership of the Government in South Africa, including the release of some political prisoners and the relaxing of some laws, as well as other promised reforms of the apartheid system, provide hope for further improvements, the situation of women and children living under the system has not changed appreciably since 1985. The limited changes made by the South African Government to the apartheid system will not by themselves have immediate or lasting positive effects on women.

6. The apartheid system is based on legalizing inequality among segments of the population, which leads inevitably to discrimination against women since the basis of inequality is the dominance of politically stronger parts of the population over those who are politically, economically and socially weaker. The system is, therefore, inherently sexist, which is reflected in the situation faced by all women, but especially by black women.

A. Political situation

7. Since 1985, South Africa has been under a state of emergency three times: from July 1985 to March 1986, from June 1986 to September 1987 and from June 1988 to the time of preparing the present report. During the current state of emergency, the South African Government has imposed regulations that have included all the previous restrictions laid down in 1986 and 1987, including those permitting detention without trial, and a number of new controls in the media emergency regulations in line with the 1953 Public Safety Act. Under the new regulations, it is illegal to "promote the public image or esteem of an organization ... in respect of which an order under the security emergency regulations is in force". 3/ In addition, the South African authorities have continued to make extensive use of security legislation, such as section 29 of the Internal Security Act (Act 74 of 1982). This Act and its equivalents in the nominally "independent homelands" or bantustans permit indefinite detention incommunicado for the purposes of interrogation. (E/CN.4/1989/8, para. 82)

8. While most of the detainees have been men, women and children have also been among those detained. Furthermore, women have been among those affected by other policies, such as banning orders.

9. Women have been part of the struggle against apartheid since the system was introduced, taking the lead not only in the campaigns to change the pass laws, but also in the attempt to organize and maintain trade unions, and in the organization of mass demonstrations. The African National Congress of South Africa (ANC) and the Pan Africanist Congress of Azania (PAC), for instance, both have women's sections. Actions have included strikes, rent and consumer boycotts, mass demonstrations and "stay-aways". Women have launched demonstrations, defying the law against all outdoor gatherings, and marched on police stations demanding the release of family members. Beyond the examples of individual women prominent in the struggle, the full extent of women's participation in the leadership of the liberation movements, political parties, trade unions and other associations remains to be documented. So, too, does the role played by women generally in the struggle against the apartheid system.

B. Legal and constitutional issues

10. In a report of the Secretary-General prepared for the World Conference of the United Nations Decade for Women: Equality, Development and Peace, held at

Copenhagen, in July 1980, it is said that the law that affects women most directly is the:

> "Bantu (Urban Areas) Consolidation Act of 1925, as amended by the Bantu Law Amendment Act of 1964. Section 10 governs the right of an African to be in a prescribed area, and the conditions under which he or she may remain there. While a 'Section 10' African is permitted to be in a white urban area, his or her status is not necessarily permanent or secure."

Strict enforcement of regulations under section 10 often result in greater hardship for women than for men. For instance:

> "Women have not been lawfully able to enter an urban area for more than 72 hours in over a decade. A woman might therefore have remained in the area for any number of years without problem and suddenly be forced out if discovered. Few women are able to qualify under Section 10(a) or (b) of the Urban Areas Act. Many will have spent disqualifying periods away from the area and employment opportunities are very much more limited for women. Marriage to a qualified African does not legalize her status, regardless of how many years she has been married, if her first entry was unlawful. Marriage can in fact have the reverse effect for women who qualify in terms of their fathers' status. Unless she qualifies in her own right, a woman will lose that status if she marries an unqualified man. If her husband lives in a different urban area and she goes to live with him there, she will lose any qualifications she may have under Section 10(a) or (b) without necessarily gaining a new one under Section 10(c)." (A/CONF.94/7/Rev.1, para. 52)

11. In addition to these discriminatory laws, women are subject to further legal discrimination. Black women lack equal rights because of further discrimination by sex: South Africa has neither signed nor acceded to the Convention on the Elimination of All Forms of Discrimination against Women (General Assembly resolution 34/180, annex). Laws exist that would be prohibited under the Convention, but this form of discrimination has not yet been studied in detail.

C. Economic conditions

12. One economic basis for the apartheid system is the constant supply of inexpensive labour to ensure the continued exploitation of the country's substantial mineral and other natural resources and the profits therefrom. The labour force is drawn mostly from the African population. Two of the most far-reaching aspects of apartheid are the system of migrant labour and the establishment of bantustans, or reserves for blacks, which are based on the premise that Africans can live in a white urban or rural area only in order to sell their labour. When they are no longer considered economically productive, they are expected to return to the bantustans to live with their families. The families of African workers are not allowed to accompany them to the white areas but must remain in the bantustans, subsisting on the land.

13. Over 5 million black women live in 10 bantustans, which comprise only 13 per cent of the total area of the country and are infertile, impoverished, small and scattered areas of land. Many were forcibly removed to the bantustans. To survive, black men, often husbands and fathers, must seek contract work as migrant labourers and spend the major part of their lives apart from their families. Hence, black families are broken up and their lives disrupted. 4/

14. The impact of apartheid is profound for both women and men. Aspects of the system, however, affect particularly women adversely. Beyond the more obvious effects on their role as mothers and nurturers, it effects their role in the economy of their communities, where the physical input of women into agricultural production is greater than that of men, and the conditions under which they work in the formal labour force.

15. Women have difficulties in finding work outside the rural areas, where they remain, while the economically able men seek employment in the white areas.

16. The current economic situation, in part affected by international action against apartheid and in part affected by security measures to maintain the system, has brought about unemployment, high inflation and increased prices. The economic package announced by the Government in 1988, with its emphasis on privatization, deregulation, drastic cuts in official expenditures and a wage freeze in the public sector, aims at boosting private investment and production, as well as at reducing deficits in the public sector. Such restructuring, however, is resulting in a deterioration of the living standards of the low-income groups of non-white workers and particularly of black women. Most of the burden of the shortfall is felt by women, who customarily have the responsibility for managing household affairs. Consequently, while white middle-class women can seek and find employment to augment their incomes, black, Coloured and Indian women have even more limited opportunities of finding employment under acceptable conditions. Some of them may find employment at "female rates" in the sectors experiencing economic growth, yet their menfolk may be laid off under the retrenchment policies adopted by many industries.

17. Overall, however, the number of black employees, in particular women, has been growing. Unable to obtain subsistence work in rural areas, women, like men, have moved to the urban areas or on to white farms, often illegally. A large number of women are among the illegal workers, for whom, as is the case elsewhere, no figures are available.

18. Official statistics do not cover the population in the bantustans. In his report to the Seventh African Regional Conference, held at Harare in November-December 1988, the Director-General of the International Labour Organisation (ILO) reported that:

> "Black women currently constitute 33 per cent of the economically active black population in South Africa; their level of unemployment in 1986 was officially reported as 25.6 per cent compared with 13.7 per cent for black men." 5/

19. The Director-General further stated in his report that there is also:

> "considerable sex segregation in the South African labour market. Among the Blacks, while men predominate in the labour force in mining, transport and construction, and in supervisory and other skilled and semi-skilled positions, women are mostly concentrated in the service sector, principally as domestic assistants, nurses and teachers, but are virtually absent from the ranks of judges, magistrates, architects, pharmacists and other professionals. Women constitute only 19 per cent of Blacks in managerial and executive positions. This occupational sex segregation contributes to the wide discrepancy in wages between the sexes. While half of the Black male wage-earners earn about 500 Rand, half of the female wage-earners receive less than 240 Rand per annum." 5/

20. Compared with white women, black women are even more disadvantaged. The Director-General reports that there are:

> "four times as many White women as Black women in managerial and executive positions, and 11 times as many White women in clerical positions in South Africa. There are, however, four times as many black women as white women in the services; 47 times as many black women in the garment, textile and laundry industries, and 9 times as many Black women in the food and tobacco-processing industries. Lastly, Black women constitute 124 times the number of Whites in unskilled positions, such as labourers." 6/

21. Currently, African women comprise 65 per cent of the economically active female work-force, Coloured women, 12 per cent; Indians, 2 per cent; and whites, 21 per cent. In the past 20 years, the number of women workers in the manufacturing sector has increased from 15 per cent to 20 per cent and in the commercial sector from 24 per cent to 34 per cent, as a result of the marked increase in economically active African women. 7/

22. Domestic service continues to be a major source of employment for women. A survey conducted by the Central Statistical Service (CSS) of 130,000 white households showed that 32.3 per cent of such households have no full- or part-time domestic workers; 49.8 per cent have one such worker; 16.3 per cent have two; 1.2 per cent have three and 0.3 per cent have four or more. A total of 47.5 per cent of white households employ one or more domestic workers full time. While the number of full-time domestic workers and gardeners decreased by 8 per cent for the period 1982-1987, there was an increase of 7 per cent in the number employed part time for the same period. 8/ The composition of domestic workers by racial group and sex is given in the table below.

Domestic-service workers by racial group and sex
for the period 1982-1987
(Percentage)

	Racial group			
Sex	African	Asian	Coloured	White
Female	76.9	0.1	11.9	0.3
Male	10.2	-	0.6	-

Source: International Labour Office, Special Report of the Director-General on the Application of the Declaration concerning Action against Apartheid in South Africa and Namibia, submitted to the International Labour Conference at its 76th Session (Geneva, 1989), p. 47.

23. In domestic service, black women have no minimum wage provision or guaranteed minimum conditions of employment, no medical facilities, no work compensation or employment insurance, as they are not covered by the Labour Relations Act. The Director-General of ILO reports that the average monthly earnings of black domestic workers is R 60, but the minimum subsistence level

is reported to be R 129. Consequently, workers find it difficult to provide adequate food for their children, who often suffer from malnutrition and other diseases. 9/

24. According to the Director-General's report, in agriculture, black women constitute the majority of the members of the seasonal harvesting teams on white farms and are rapidly replacing black men, since the heavy work has been mechanized. Women do the hoeing, weeding, burning and harvesting. Wages are low, generally below subsistence level, as employment is not covered by the 1981 Labour Relations Act and the Wage Act. Some farm owners prefer to hire women because they can pay them lower wages. 10/

25. In the bantustans, women have very limited opportunities for income generation and depend on the irregular and often grossly inadequate remittances from their migrant husbands and other male relatives. Apart from subsistence farming, as well as work on white farms as casual workers, many women engage in petty trading activities. Others are employed in the border industries set up to produce goods within the bantustans at a lower cost than would be the case in the rest of the country.*

26. As reported by the Director-General, as much as half of the work-force in the border industries in Bophuthatswana, Ciskei, Lebowa and Venda is made up of women. Under the Government's policy of encouraging companies to decentralize, the border industries enjoy a number of concessions, including exemption from wage-board determinations. Thus they are able to pay their work-force wages that are lower than the minimum wage and provide no job security. Some of the women workers receive wages as low as R 25 a month. 10/ A survey conducted in Botshabelo in the Orange Free State Province, one of the 49 decentralized areas, shows the effect of the border industry policy on women. The area has about 50 factories employing some 5,000 workers. The factories surveyed employ just over 4,000 unskilled and semi-skilled workers, of whom 93 per cent are women. Men are generally employed as security guards, drivers, manual labourers and gardeners at wages slightly higher than those earned by the women workers. The starting wage varies on average between R 50 and R 70 a month. The working week is 50 hours with no overtime pay. 11/

27. The Government policy of industrial decentralization was implemented more systematically after 1982, following a new accord between business and the State, and led to the incorporation of large numbers of African women into the work-force. The work-force in many industries in the decentralized areas is mostly female. The decreasing demand for domestic labour, the low wages, the increasing impoverishment of the rural areas and the collapse of subsistence agriculture have provided a ready-made cheap work-force for the expansion of industry in areas close to or within the bantustans. 12/

28. As an increasing number of black women have acquired education, other employment opportunities have opened up for them in the manufacturing and services sectors, although mainly in low-paid, unskilled positions. Educated

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*"In 1965 industrialization was introduced into the so-called border areas ... the idea was to provide industry with easier access to labor, while continuing to confine Africans in the impoverished bantustans." Stephanie Urdang, "Conditions of women in South Africa: major contributing factors to their status as refugees", background paper prepared for the Seminar on the Special Needs of South African and Namibian Refugee Women and Children, Harare, 16-18 January 1989, p. 5.

women in the teaching and nursing professions account for the 20 per cent of the black women who are described as being in professional occupations. 13/ In the manufacturing sector, black women are increasingly being absorbed in specific industries, especially the garment and food-processing industries. 14/

D. Housing and settlement

29. The effects of apartheid on social conditions can be seen in terms of the resettlement policies related to "bantustanization" and "forced population removals". Within the Government's strategy of "orderly urbanization", Africans have been authorized to settle outside the "non-independent" "homelands", subject to the availability of housing. Local authorities or black community councils, however, have been given increasing powers to demolish legal squatters' camps and clear areas considered as "slums" and "health hazards".

30. In 1987 and 1988, several communities faced removal under the "upgrading programme" for existing townships or because they were located near the expanding white residential areas. Another large category of removal is that carried out under the Group Areas Act. According to official figures released in September 1988, 6,414 families (approximately 32,000 people, both women and men) still faced removal under the Group Areas Act. Under the proposed amendments to the Group Areas Act and related legislation, the State would have greater powers of control over illegal settlements. (E/CN.4/1989/8, para. 343)

31. Although the Government announced a moratorium on "forced removals" in February 1985, over 100,000 persons have been moved from one area to another since then 15/ and the removals continue on a regular basis. Thousands of people have been relocated to the bantustans from the places where they had lived for generations.

32. In the special report of the Director-General of ILO, the following statement is made:

> "The Minister for Constitutional Development and Planning announced that another 250,000 people were to be relocated by 1995, of whom 220,000 live in the Cape Province, 17,731 in the Transvaal, 3,400 in Natal and over 8,000 in the Orange Free State. The National Committee against Removals (NCAR) disputed the Government's figures as well as its claims that the removals were no longer occurring for political reasons. It estimated that another 3 million persons were under threat of removal, including 500,000 who were to be incorporated into the "homelands". These include 1 million squatters who face removal from peri-urban settlements, 1 million labourers and tenants living on White farms, mainly in the Orange Free State and Natal, and large numbers from so-called "grey areas" liable to be victims under the Group Areas Act.
>
> "Although the Government claimed that no more forcible removals were taking place and that all relocations now occurred on a voluntary basis, the evidence produced by the NCAR and other organizations shows that this is not the case. Five legislative measures - the Aliens Act of 1937, the Trespass Act of 1959, the Slums Act of 1979, the Group Areas Act of 1966 and the Expropriation Act of 1975 - have all been used to force compliance with the administration's decisions and another one, the Prevention of Illegal Squatting Act of 1951, is in the process of being amended for the same purpose." 16/

33. The policy of forcibly relocating people has negative consequences for families in general and particularly for the women and children who must leave their traditional places of residence or who are evicted from squatter camps. For the majority of women who live in the bantustans, there is no work, and medical care and schooling are inadequate.

34. To enforce their policy of excluding black South Africans from white areas, the Government has not built houses for them for a number of years. A report published by the Black Sash shows that homelessness is arguably the most serious problem in South Africa at present. More than 5 million people are said to be homeless and over 1 million families do not have proper shelter. (E/CN.4/1989/8, para. 318)

35. Although there is no agreement about the number of new houses needed for the black community, there is consensus that the country faces a serious housing crisis, as shown by the growing number of squatters. Official government estimates in mid-1987 put their number at 1.3 million. While the Government has estimated that 500,000 houses would be needed, the National Building Research Institute puts the figure at 832,000. The Venter Commission has estimated that 1.9 million new houses for black families would be needed by the year 2000. The Executive Chairman of the Urban Foundation has estimated that 200,000 houses must be provided each year in the urban areas. On average, there is one dwelling for every 17 people in the 31 black townships in the Pretoria, Witwatersrand and Vereeniging metropolitan area. The Urban Foundation published a survey showing that between 1.6 and 2.4 million people in the area were living in 312,000 backyard shacks, 67,000 people in garages and outbuildings and 28,500 in informal settlements. Although the official figures suggest that another 250,000 people are about to be moved, independent researchers suggest that the true number living under threat of eviction is nearer 3 million, which includes 1 million squatters living in makeshift shacks in urban areas. 17/

E. Education

36. A new Education Bill was enacted in 1987 which, while proposing increased spending and equality of provision of education for all racial groups under the Ministry of Education, confirmed that education would remain totally segregated except at university level, where each university would cater for a specific dominant racial group. Thus, the long-standing tradition of discrimination and segregation in education continues; the per capita spending on education for whites in 1986 was seven times higher than it was for blacks. 18/ Such inadequate provision for blacks has, over the years, led to a serious shortage of classrooms, overcrowding, inadequately trained black teachers, a high drop-out rate, low levels of educational attainment and a high level of illiteracy.

37. In the report of the Ad Hoc Working Group of Experts on southern Africa to the Commission on Human Rights, at its forty-fourth session (E/CN.4/1988/8, para. 239), concern was expressed about the discriminatory structure of the educational system, which provided separate and inferior schools for black children. In the report of the Ad Hoc Working Group of Experts to the Commission at its forty-fifth session, it was stated that:

> "the same division appeared in education as in the rest of the social structure: white, Coloured, Asian and black, with the black South Africans being further subdivided into 21 tribes. All those divisions had their own separate education with different content, textbooks, curriculae and mass media." (E/CN.4/1989/8, para. 400)

The same report emphasized the racist nature, poor teaching and inadequate allocation of resources and facilities of the State educational system. It pointed out that, while white children received a free education until the age of 16, black children still had to pay fees. It was observed that,

> "after 1976, the first four years of schooling for blacks was supposed to be compulsory but the law was not enforced and in any case, since education was not provided free, parents would be unable to take advantage of it even if it were enforced." (E/CN.4/1989/8, para. 402)

38. The overall budget figure for black education increased by only 10.28 per cent in a year from R 1.48 billion in 1987 to R 1.64 billion in 1988. It was reported, however, that 58 white schools and 14 hostels were either not being used or being used for other purposes. In its quarterly publication for 1987, the Institute for Race Relations estimated that there was a shortage of 38,641 class-rooms for African pupils in the country, including the "homelands". That meant that there was a shortage of at least 2,000 schools in the black community if one school consisted of between 15 and 20 class-rooms. (E/CN.4/1989/8, para. 404)

39. There has been little analysis of further discrimination against women in the education system. The most recent educational attainment figures reported do not show consistent unfavourable differences by sex. (E/CN.4/1989/8, paras. 399-412) Statistics on enrolment by sex are not available.

F. Health care

40. In its report (E/CN.4/1989/8, para. 467), the Ad Hoc Working Group of Experts expressed concern about the lack of health care and the inadequacy of the existing infrastructure, particularly the insufficient number of hospitals for blacks. The information received by the Working Group also reflected a deterioration of health conditions, owing to poor housing, severe malnutrition among black children, especially in rural areas, and the shortage of beds, chronic overcrowding, lack of qualified medical staff and exorbitant medical fees in black hospitals.

41. According to information transmitted to the Working Group, the report of the Department of National Health and Population Development, which was tabled in Parliament in April 1988, concluded that there was severe malnutrition among children in rural areas. The report, which contained extracts from health surveys sponsored by the Government found that: "1.8 per cent of rural black children under the age of five were wasted, 25.4 per cent were stunted, and 8.4 per cent were below normal weight for their age". (E/CN.4/1989/8, para. 475) These figures do not include the bantustans. A survey of pre-school children in Botshabelo had found that 15.1 per cent were underweight and 35.5 per cent showed significant growth retardation. The Department stated that among children under three years of age, 16.8 per cent were underweight and 40.5 per cent showed retarded growth, which indicated that the nutritional status of children under three was lower than that of older children. (E/CN.4/1989/8, para. 475)

42. The cost of medical care for blacks was said to be high in comparison with their income. In government hospitals, patients, even those who were unemployed, were required to pay a minimum of R 5 per day. It was also reported that the best facilities were to be found in private hospitals, but the fees were exorbitant. (E/CN.4/1989/8, para. 472)

43. According to the information provided by the World Health Organization (WHO),

> "The situation of women and children living under apartheid is characterized by a high infant mortality rate for black children which reached 378 per 1000 in 1976. Perinatal and neonatal mortality is high; 50% of deaths before age 10 are due to diarrhoeal diseases while 66.4% of children between ages 2 and 3 suffer from malnutrition; 20.1% are severe cases and 30% of deaths before age 10 are due to malnutrition. Measles, tuberculosis and neonatal tetanus remain deadly diseases and rheumatic heart disease affects 6.9 per 1000 schoolchildren. Abortion and septicaemia are widespread among black women and there is only one doctor for 44 000 black women. There is an absence of preventive medicine, little or no immunization and only 6% of women have access to prenatal care. Large numbers of women looking after children live under disastrous social conditions compounded by high poverty and illiteracy."*

44. A recent study of black South African children showed that one in three children showed signs of malnutrition. Surveys have shown that African and Coloured children are 14-15 times more likely to die before the age of five than are white children. At a meeting held in June 1989 to mark the thirtieth anniversary of the adoption of the Declaration of the Rights of the Child (General Assembly resolution 1386 (XIV)), a member of the South African Health Workers Congress cited evidence that while only 14 out of 1,000 white children died before the age of one year, up to 240 out of 1,000 Africans born in rural areas never reached that age. Malnutrition, gastro-enteritis and pneumonia, all illnesses that stem from poverty, remain the major causes of poor health among black children. 19/

II. ACTION TAKEN BY THE UNITED NATIONS SYSTEM AND THE INTERNATIONAL COMMUNITY TO PROVIDE ASSISTANCE TO WOMEN AND CHILDREN LIVING UNDER APARTHEID

45. During the period under review, the United Nations system has been conducting activities related to the struggle against apartheid, including the dissemination of information and the provision of assistance to the victims of apartheid.

46. On the initiative of the Special Committee against Apartheid, the International Day of Solidarity with the Struggle of Women of South Africa and Namibia is observed annually by the international community to commemorate the historic demonstration of women against the adoption of the pass laws in South Africa in 1956. At the invitation of the Special Committee, representatives of the Detainees' Parents Support Committee (DPSC) and the national liberation movements testified to the plight of women and children living under apartheid during the Special Committee's solemn meetings on the International Day of Solidarity with the Struggle of Women of South Africa and Namibia on 9 August 1987 and 9 August 1988, respectively.

47. The Special Committee has dispatched missions to different regions to conduct consultations with Governments to find ways and means of meeting the specific needs of women and children in South Africa and Namibia.

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*Information supplied by the World Health Organization (WHO) on 28 July 1989.

48. The Special Committee sent a mission to the front-line States to evaluate the special needs of South African and Namibian refugee women and children and ways of increasing assistance to them. The mission visited Zimbabwe, Zambia and the United Republic of Tanzania from 28 April to 13 May 1987 and held consultations with representatives of Governments, national liberation movements and non-governmental organizations. (A/AC.115/L.646) The Special

Committee has also organized international meetings to promote international awareness of their plight, as well as to evaluate their needs and to facilitate the provision of international assistance to them.

49. The Special Committee has participated in conferences, seminars and other meetings organized by non-governmental organizations. In its support for the struggle against repression and the release of political prisoners, the Special Committee was actively engaged in assisting the "Unlock apartheid goals" campaign and the "Free South Africa's children" campaign in 1987. The Special Committee contributed to the World Congress of Women, held in Moscow in 1987.

50. In co-operation with the Association of Women's Clubs of Zimbabwe, the Special Committee against Apartheid, organized a Seminar on the Special Needs of South African and Namibian Refugee Women and Children, which was held at Harare from 16 to 18 January 1989. The participants adopted a Declaration (A/AC.115/L.659, para. 40), which, inter alia, recommended the establishment of a support group of eight eminent women whose task would be:

> "(a) To maintain close contact with local structures of refugee women and children, to be guided by their experience and aspirations and to co-operate with them in supporting their needs;
>
> (b) To monitor the conditions of South African refugee women and children, including internal refugees, to provide publicity to their conditions and needs and to promote measures to alleviate their hardships;
>
> (c) To monitor the return of Namibian refugee women and children and their reintegration to independent Namibia." (A/AC.115/L.659)

The Support Group of Eminent Women undertook its first mission to Namibia, Zambia and Zimbabwe from 19 to 29 November 1989. The conclusions and recommendations of the Support Group with regard to South Africa are contained in an annex to the present report.

51. Refugees usually arrive in the country of asylum and require urgent protection, both legal and material, even before the question of their qualification for refugee status is considered. The Office of the United Nations High Commissioner for Refugees (UNHCR) and host countries take care of such initial assistance and try to ensure that all asylum-seekers in host countries receive asylum. UNHCR also provides regular humanitarian support and funds for relief programmes, such as the purchase of agriculture inputs that are not available locally for the farm of ANC at Chongetta, Zambia, and for the costs of transporting humanitarian supplies. UNHCR continues to provide international protection and material assistance to civilian members and affiliates of the national liberation movements of southern Africa recognized by the Organization of African Unity (OAU), namely, ANC, PAC and the South West African People's Organization (SWAPO), within its mandate. During the period under review, education continued to be a major component of UNHCR assistance to refugees from South Africa and Namibia, providing them

with basic skills and knowledge. In 1987, UNHCR assisted 264 South Africans and 197 Namibians (girls and boys) at the lower secondary level, mainly in the front-line States.

52. An International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa was held at Oslo from 22 to 24 August 1988 in response to a decision of the Council of Ministers of OAU, which was welcomed
by the General Assembly in its resolution 42/106 of 7 December 1987. 20/ The major objective was to sensitize the international community to the plight of refugees, returnees and displaced persons in nine southern African countries.

53. In 1985, UNHCR assistance amounting to $US 228,000 went to ANC settlements, including the vocational training centres at Dakawa, the United Republic of Tanzania, and at Viana, Angola.

54. During the period from 15 October 1988 to 5 October 1989, the United Nations Trust Fund for South Africa received voluntary contributions from Governments totalling $3,473,775 for the provision of emergency relief assistance.

55. The assistance of the United Nations Development Programme (UNDP) to the three national liberation movements recognized by OAU:

> "continued to be guided by the provisions of the first programme proposal for the Fourth Programming Cycle (1987-91), approved by the UNDP Governing Council (decision 87/21) at its 34th Session in 1987. The programme of proposals set out the priority areas for UNDP technical co-operation with the national liberation movements, namely education and human resources development, health services and facilities, agriculture and food production, and development planning and co-ordination." 21/

56. ILO continues to undertake special efforts to enhance employment opportunities for South African women. Since the adoption in 1981 of its updated Declaration of 1964 concerning the Policy of Apartheid of the Republic of South Africa, ILO has provided a few fellowships and small-scale assistance to women's organizations through the national liberation movements, in addition to encouraging the integration of women into large-scale projects being planned or implemented in co-operation with those movements. In collaboration with women's organizations of the national liberation movements, a workshop focusing on the situation of women victims of apartheid in South Africa and on priorities for future action was organized in July 1987.*

57. The Food and Agriculture Organization of the United Nations (FAO) has continued to render substantial assistance within its regular programmes to the victims of apartheid and to the national liberation movements recognized by OAU and the front-line States. Assistance to the national liberation movements included support for training in food production, sectoral surveys, policy analysis and publications and studies, including a study entitled "Apartheid, poverty and malnutrition". The training covered such fields as nutrition, child care, food storage and preservation, food technology, fisheries management and agricultural economics. Support for food production included assistance in the planning and establishment of farms and appropriate agricultural technologies.

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*Information supplied by ILO on 1 April 1987.

58. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has undertaken specific co-operation activities for the women of national liberation movements recognized by OAU. In 1986, UNESCO granted three fellowships to refugee women in South Africa and Namibia, two of which were in the field of educational planning. (A/AC.115/INF.10, para. 33) In 1987, it co-operated with the Institute of Development Studies at the University of Dar es Salaam in organizing a two-week training course on the use of social sciences in analysing problems connected with the participation of women in economic, social and cultural life in urban areas of South Africa and Namibia.

59. A workshop was organized in early 1989 at Harare to examine the need for training and research in social sciences in southern Africa and the effects of South African policies on independent countries in the subregion. Under its programme entitled "Towards basic education for all", UNESCO continued to assist with the education of refugees, especially in southern Africa, in collaboration with other organizations of the United Nations system.

60. In 1984/85, WHO spent $US 22,500 on meeting health needs and training health personnel of ANC, PAC and SWAPO. It also supported the multinational centre of ANC at Morogoro, the United Republic of Tanzania, through external funds amounting to $US 533,028, covering such fields as family health, training and fellowships, immunization and basic sanitary measures. WHO took action to help the front-line States solve the acute health problems of Namibian and South African refugees by strengthening the existing health infrastructure; providing logistic support; organizing training activities for health personnel; and collaborating with national health authorities to assess and control the epidemiological situation in the communities affected.

61. The United Nations Industrial Development Organization (UNIDO) has maintained regular contact with ANC in South Africa, SWAPO in Angola and PAC in the United Republic of Tanzania regarding technical assistance for people living under apartheid. As a result of a UNIDO mission to the United Republic of Tanzania in 1988, UNIDO assisted PAC in the establishment of a women's garment manufacturing workshop.

62. The role played by non-governmental organizations in international action against apartheid has been invaluable. For example, the International Defence and Aid Fund for Southern Africa (IDAF) has issued a number of studies and information notes and briefings.*

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*This material includes: "Political death sentences: the use of the death penalty in South Africa in trials arising out of political protest", IDAF Information Notes and Briefings 89/4; "Children in South Africa: repression and resistance", IDAF Information Notes and Briefings 89/3; and "Repression in South Africa today", Research and Information Department, November 1989.

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E. 85.IV.10), chap. I, sect. A.

2/ Ibid., para. 259.

3/ "Violations of human rights in South Africa: report of the Ad Hoc Working Group of Experts" (E/CN.4/1989/8), para. 43.

4/ Stephanie Urdang, "Conditions of women in South Africa: major contributing factors to their status as refugees", background paper prepared for the Seminar on the Special Needs of South African and Namibian Refugee Women and Children, Harare, 16-18 January 1989, p. 5.

5/ Seventh African Regional Conference, Harare, November-December 1988: Report of the Director-General (Geneva, International Labour Office, 1988), Part II, pp. 45-46.

6/ Ibid., p. 46.

7/ Urdang, op. cit., p. 4.

8/ International Labour Office, Special Report of the Director-General on the Application of the Declaration concerning Action against Apartheid in South Africa and Namibia, submitted to the International Labour Conference at its 76th Session (Geneva, 1989), p. 47.

9/ Seventh African Regional Conference ..., p. 47.

10/ Ibid., p. 46.

11/ William Cobbett, "Industrial decentralisation and exploitation: the case of Botshabelo", South African Labour Bulletin, vol. 12, No. 3 (March/April 1987).

12/ Georgina Jaffee, "Women in trade unions and the community" in South African Review (Johannesburg, South Africa Research Service, 1987), p. 75.

13/ Seventh African Regional Conference ..., p. 48.

14/ Ibid., p. 49.

15/ Urdang, op. cit., p. 20.

16/ International Labour Office ..., p. 62.

17/ Ibid., p. 67.

18/ Seventh African Regional Conference ..., Part I, p. 15.

19/ International Defence and Aid Fund for Southern Africa, "Children in South Africa: Repression and Resistance" IDAF Information Notes and Briefings 89/3, Research and Information Department, p. 6.

20/ See "International Conference on the Plight of Refugees, Returnees and Displaced Persons in Southern Africa - report of the Secretary-General" (A/43/717), annex.

21/ International Labour Office ..., p. 154.

Annex

CONCLUSIONS AND RECOMMENDATIONS OF THE SUPPORT GROUP OF EMINENT WOMEN WITH REGARD TO SOUTH AFRICA a/

Conclusions

The Support Group of Eminent Women concluded that the effects of apartheid and of South Africa's regional strategy of aggression pervade all aspects of life in the neighbouring countries. Yet, while the situation in South Africa has received considerable attention, the regimé's acts of aggression against its neighbours have seldom been subjected to the same scrutiny. As a result, the enormous costs that South Africa has imposed on its neighbours, both in financial and in human terms, remain fairly unknown. The human cost represents an untold story of suffering for large numbers of refugees and displaced individuals, particularly women and children. The inflow of refugees has become a burden on the already strained economic infrastructures of the countries of the region and has also caused severe dislocations to family life. Despite their economic difficulties, the front-line States remain committed to supporting the liberation struggle in southern Africa, as is evident in their solidarity with refugees.

Of serious concern is the growing population of long-term refugees whose future, as able and productive members of society, remains at risk as a result of their present status as refugees in resettlement camps. The programmes of assistance for refugees in the region seek to deal with survival needs; however, their resources are being increasingly overburdened and remain inadequate to the task of providing development assistance. The need persists, therefore, not only for forward planning, but also for better co-ordination of the programmes of assistance to refugees among refugee and development agencies and the ministries of host country Governments. It is also necessary that appropriate funding be allocated to meet this need.

Women, girls and children constitute the majority of the refugee population in the countries that were visited by the Group. This population remains particularly at risk and requires specific protection and assistance programmes leading to durable solutions. The children of southern Africa, in particular of South Africa, continue to experience enormous suffering as a result of the conflict. Not only have thousands of children died or their development has been seriously impaired, but also children caught up in the political conflict and the regional warfare have been subjected to a level of brutality that is a cause of alarm. The psychological trauma experienced by these children is widespread and is inadequately documented and even less generally treated. The trauma and social problems faced by children in refugee camps could result in permanent harm to their well-being unless the international community undertakes immediate steps to help such children.

The after-effects of prolonged conflict are likely to have a permanent impact on the population of the front-line States, in particular of Mozambique. Additional efforts will have to be made in the social services sector to confront the psychological effects of refugee life, specifically among women and children who have suffered most from the disruption of normal family life.

Traditional health-sector assistance and development programmes have tended to focus on the mother-child target group. Yet statistical evidence demonstrates that a high percentage of teenagers have already given birth. The problem of teenage pregnancy is being exacerbated by the fact that men are increasingly seeking younger girls in order to reduce the possibility of infection by the human immunodeficiency virus (HIV).

Effective health and social assistance programmes have been established by the national liberation movements in southern Africa in countries of exile. These programmes, which could become a model for similar ones in Namibia, should continue to receive support.

Considering that women are a vital force in the economic and social development of their society, it is necessary to promote their active involvement as agents, as well as beneficiaries, in the conception, implementation and evaluation of protection, assistance and development programmes.

First-hand reports made by black women from Zimbabwe point to achievements in legal and other forms of protection. Such achievements constitute a positive example to women in other parts of the region, in particular in South Africa.

Recommendations

The Support Group made the following recommendations:

To the United Nations, host Governments and donors:

(a) Greater efforts are required by the international community to respond to the situation of long-term refugees, who require developmental assistance beyond the resources presently available to UNHCR;

(b) Refugee assistance programmes should be planned with a clear assessment of the needs and resources of the target population and the specific needs of women and children;

(c) The international community should establish specific programmes to address the psychological trauma and social problems faced by children in refugee areas. Urgent financial allocations should be made for this purpose. Particular attention should be focused on the refugee children from Mozambique;

(d) Special attention must be focused on the development needs of women; neglect of their concerns could otherwise increase the economic burden on women;

(e) Health programmes that are presently targeted primarily towards mothers and children should be expanded to address the special needs of adolescent boys and particularly the specific needs of adolescent girls;

(f) Closer co-ordination among United Nations agencies and non-governmental organizations and more adequate financing are crucial to the conception of development programmes that will ensure that refugee women become and remain self-sufficient.

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a/ "Draft of the report of the mission of the Support Group of Eminent Women to southern Africa (19 to 20 November 1989)".